

# CHAPTER 22

## PUBLIC AFFAIRS

*“Public Affairs fulfills the Army’s obligation to keep the American people and the Army informed and helps to establish the conditions that lead to confidence in America’s Army and its readiness to conduct operations in peacetime, conflict and war.”*

FM 46-1, *Public Affairs Operations*

### SECTION I INTRODUCTION

#### 22-1. Chapter content

**a.** Army commanders and senior officials have a legal and moral responsibility to the elected leadership and American public to account for resources entrusted to their care. These resources include fiscal accounts, equipment, real property, and most importantly, the individuals who are the Army.

**b.** This accountability may take several forms—Congressional hearings and reports, white papers, speeches, news conferences, press releases, etc.—but all involve some form of communication. Communicating the success or failure of the Army’s mission or supporting programs, as well as the future needs, is the primary mission of Army public affairs.

**c.** The terms “public affairs” and “public relations” are not always interchangeable. Public relations efforts involve opinion research, press agency, product promotion, publicity, lobbying, fund-raising, special event management and public affairs. The public affairs subset includes the execution of some public relations functions; however, its primary mission is to build trust relationships with the American public by providing forthright, truthful information in a timely manner, either as it becomes available (active public affairs policy) or on demand (responsive public affairs policy). The communication of this information is typically provided through the U.S. mass media. The practice of Army public affairs should be planned and executed to present the Army’s story as favorably as possible. The need for truth remains paramount and any attempt to withhold information from the public simply because the information is unfavorable or could prove embarrassing to the Army is a breach of trust.

**d.** Public affairs (PA) is a command function and responsibility. The commander can communicate through a command spokesperson, but the success or failure of that spokesperson and the commander’s public affairs program hinges on his or her support and direct involvement. No matter how good the public affairs officer (PAO) or noncommissioned officer (PANCO) is, they can never fully substitute for the commander in either the public’s or the soldier’s eyes.

**e.** The commander’s staff cannot substitute for him or her; however, they can provide specialized advice and counsel and assist in the execution of assigned missions. The PA professional is no exception and serves as the commander’s primary advisor with regard to

communicating the command's messages to its internal and external publics. Together with his or her staff, the PAO formulates the command's communications – or public affairs –strategy as well as provides public affairs input to all operations plans and orders.

**f.** This chapter is designed to give senior commanders and civilian officials an insight into the functions and systems involved in the prosecution of the commander's responsibility to communicate the Army's story both directly and indirectly, primarily through the mass media, to the American public.

## **22-2. Specialized and specific terms used in public affairs**

**a. Public affairs.** Public information, command information and community relations activities directed toward both the external and internal publics with interest in the Department of Defense (Joint Pub 3-61).

**b. Public affairs operations.** A related part of a command's information operations as set forth in FM 46-1. Public affairs operations consist of three components: public information, command information, and community relations. These three components are not conducted separately. Every public affairs communications effort or plan should integrate all three, as any communication, given today's technology, whether primarily directed at internal or external audiences, is likely to spill over to other groups of the public. Operations, which consider all three components of public affairs, have the benefit of mutual support during the execution phase. The governing regulation for the Army's conduct of public affairs activities is Army Regulation (AR) 360-1.

**c. Public information.** Information provided to American and foreign publics through the civilian mass media.

**d. Command information.** Communication by a military organization with service members, civilian employees, retirees and family members of the organization. Command information creates an awareness of the organization's goals, informs of significant developments affecting people and the organization, increases their effectiveness as ambassadors of the organization, and satisfies their desire to be kept informed about what is going on in the organization (Joint Pub 3-61).

**e. Community relations.** Public affairs programs which address issues of interest to the general public, business, academia, veterans and service organizations, military-related associations, and other non-news media entities. These programs are usually associated with the interaction between U.S. military installations and their communities. Interaction with overseas non-news media civilians in a wartime or contingency theater will be handled by civil-military operations (CMO) with public affairs support as required (Joint Pub 3-61)

**f. Active public affairs policy.** Open dissemination of information to inform the mass media and public about an issue or activity. An active approach is characterized by announcing the event or addressing the issue through media advisories, news releases, personal contacts, news conferences, or other forms of public presentation. Such a policy encourages and supports media coverage (Joint Pub 3-61).

**g. Responsive public affairs policy.** A responsive posture by which no direct effort is made to initiate, or participate in, the public discussion about an issue or activity. When a responsive policy is in effect, authorities must be prepared to respond to media inquiries about the issue or activity; that is, to make brief statements to avoid confusion, speculation, misunderstanding or false information that may prevail if media queries go unanswered (Joint Pub 3-61).

**h. Accreditation.** Accreditation is the process whereby a sovereign nation authorizes a media representative to practice the journalism profession in that country. While the host nation may delegate the practice of accrediting media representatives to embassies or the military representing countries from which those media representatives come, accreditation is a host nation responsibility within a theater of operations. U.S. military public affairs organizations typically credential or register media representatives from both the United States and other nations to account for the number of media representatives in theater as well as to distribute media ground rules for coverage of the operation.

**i. Propaganda.** Propaganda is the practice of disinformation or misinformation designed to confuse or mislead an audience. By the nature of its relationship with the American public and as a matter of Department of Defense (DOD) policy, the Army is precluded from conducting any information operation that as a result misleads or deludes the American public.

## **SECTION II**

### **PUBLIC AFFAIRS STRATEGY**

#### **22-3. Public affairs strategic goals**

FM 46-1 is the capstone document for Army public affairs. It establishes a basis for modernization and provides an analytical framework linking doctrine, training, leader development, organizations, materiel and soldiers (DTLOMS) issues critical to the future of Army public affairs. It lists eight strategic goals identifying the optimum conditions for the successful accomplishment of the PA mission. Attainment of these eight goals is the intent on which PA strategy development and operations planning is based.

- a.** Accurately assess the information needs and perceptions of external and internal publics.
- b.** Fully integrate PA estimates and recommendations into the planning and decision-making process at all levels and across the continuum of operations.
- c.** Achieve open and independent reporting and access to units appropriate with the mission and national security.
- d.** Expedite the flow of complete, accurate and timely information about the Army.
- e.** Achieve a balanced, fair, and credible presentation of information about the Army.
- f.** Communicate the Army perspective to all audiences.
- g.** Educate and train all leaders and soldiers on their PA roles and responsibilities.
- h.** Achieve full integration of PA and related functional areas and institutionalize effective joint, combined and interagency PA operations.

#### **22-4. Public Affairs Vision**

The Public Affairs Vision presented in FM 46-1 also defines the critical parameters that the PA functional area must meet if it is to achieve the strategic goals and accomplish the mission in the evolving information communication environment: “A trained, readily deployable Total Army force of Public Affairs professionals, sufficiently resourced, technologically capable, and modularly organized to conduct operations in peace, conflict and war and maintain a timely flow of accurate, balanced information to the American public, the Army and other key audiences.”

## **SECTION III**

### **PUBLIC AFFAIRS DOCTRINE**

#### **22-5. The Constitution and First Amendment**

There is no mention of the press in the Constitution as originally drafted. The First Amendment reads only that “Congress shall make no law . . . abridging the freedom of speech, or of the press.” As the First Amendment has been variously interpreted in the courts, the media today enjoy significant freedom to pursue their mission of keeping the American public informed of events they deem worthy of the public’s attention. It is incumbent on the Army to participate actively in that process or be prepared to respond in a complete and timely fashion to queries when it consciously decides not to assume an active posture. Otherwise, the public mass media will tell a story about the Army without the Army’s participation. In which case, both the Army’s position on an issue and public understanding or acceptance of that position, will be lost.

#### **22-6. Freedom of Information Act**

The *Freedom of Information Act (FOIA)* allows anyone, including foreign nationals, to query the U.S. Government for specifically described records in its possession. The act requires the U.S. Government to respond in a timely manner to such requests, provide copies of nonexempt records, review the classification of records that have been classified to ascertain whether such classification still has a valid purpose and provide the requesting agency with frequent updates as to the Government’s progress in providing the records. DOD policy with regard to media requests for information known to be releasable under FOIA is to provide requesting media representatives with the information without requiring them to submit a FOIA request.

#### **22-7. Privacy Act**

The *Privacy Act* is designed to balance the individuals right to privacy with the public’s right to know. The more senior in rank an individual, the less “right” to privacy he or she may have. This is understandable in view of the amount of national resources entrusted to more senior officials. Items generally releasable concerning a soldier under the *Privacy Act* include: name, rank, age (date of birth), unit, hometown (not street address), education, awards, duty status, the results of judicial actions, board (e.g., promotion board) results and official photo. Items generally not releasable concerning a soldier under the *Privacy Act* include the soldier’s social security number, marital status, race, religion, investigative findings or the results of nonjudicial/administrative boards or actions.

#### **22-8. DOD principles of information**

DOD Directive (DODD) 5122.5 serves as the cornerstone for DOD policy with regard to providing information to the media. The policy requires a supporting role to be played by Army public affairs. The directive’s provisions are the following:

- a.** Timely and accurate information will be made available so that the public may assess and understand the facts about national security, defense strategy, and ongoing joint and multinational operations.

- b.** Requests for information from media organizations and private citizens will be answered in a timely manner. In carrying out this policy, the following principles apply:

- (1)** Information will be made fully available consistent with statutory requirements, unless its release is precluded by current and valid security classification. The provisions of the *Freedom of Information Act* and the *Privacy Act* will be complied with in both letter and spirit.

(2) A free flow of general and military information will be made available without censorship or propaganda, to the men and women of the Armed Forces and their family members.

(3) Information will not be classified or otherwise withheld to protect the Government from criticism or embarrassment.

(4) Information will be withheld only when disclosure would adversely affect national and operations security or threaten the safety or privacy of the men and women of the Armed Forces.

(5) The DOD obligation to provide the public with information on its major programs and operations may require detailed PA planning and coordination within DOD and with other Government agencies. The sole purpose of such activity is to expedite the flow of information to the public. Propaganda or publicity designed to sway or direct public opinion will not be included in DOD PA programs.

## **22-9. Guidelines for coverage of DOD combat operations**

In the aftermath of Desert Storm, representatives from the military and the media developed nine principles that have served since then to define the media's role in covering DOD operations. The principles that are published in DODD 5122.5 are—

a. Open and independent reporting will be the principal means of coverage of U.S. military operations.

b. Pools are not to serve as the standard means of covering U.S. military operations. Pools may sometimes provide the only feasible means of early access to a military operation. Pools should be as large as possible and disbanded at the earliest opportunity; within 24-36 hours when possible. The arrival of early access pools will not cancel the principle of independent coverage of journalists already in the area.

c. Even under conditions of open coverage, pools may be appropriate for specific events, such as those at extremely remote locations or where space is limited.

d. Journalists in a combat zone will be credentialed by the U.S. military and will be required to abide by a clear set of military security ground rules that protect U.S. forces and their operations. Violation of the ground rules can result in suspension of credentials and expulsion from the combat zone of the journalist involved. News organizations will make their best efforts to assign experienced journalists to combat operations and to make them familiar with U.S. military operations.

e. Journalists will be provided access to all major military units. Special operations restrictions may limit access in some cases.

f. Military public affairs officers should act as liaisons but should not interfere with the reporting process.

g. Under conditions of open coverage, field commanders should be instructed to permit journalists to ride on military vehicles and aircraft whenever feasible. The military will be responsible for the transportation of pools.

h. Consistent with its capabilities, the military will supply PAOs with facilities to enable timely, secure, and compatible transmission of pool material and will make these facilities available whenever possible for filing independent coverage. In cases when government facilities are unavailable, journalists will, as always, file by any other means available. The

military will not ban communications systems operated by news organizations, but electromagnetic operational security in battlefield situations may require limited restrictions on the use of such systems.

i. These principles will apply as well to the operation of the standing DOD National Media Pool System.

## **22-10. Operational security**

The media's desire to publish information, as it becomes available and the military's desire to safeguard information that could compromise an operation are naturally at odds. While the media believe they are capable of recognizing such dangers themselves, their knowledge of military matters is not as extensive as the military would desire, and it is not getting better as a result of fewer and fewer journalists having had any firsthand military experience or being assigned a full-time military beat. It therefore becomes incumbent on the military to practice "security at the source" in dealing with the media and to establish clear, concise, intuitively understandable ground rules that the media can easily follow and abide by with regard to the protection of information that could have operational security considerations. The PAO will clear all information with possible operational security concerns with the operations staff prior to release. Should a journalist inadvertently gain access to information considered operationally sensitive, he or she should be so informed of the reasons why the information is considered sensitive and asked to observe an embargo on the information until such time as it would no longer be considered sensitive.

## **SECTION IV PUBLIC AFFAIRS CORE PROCESSES**

### **22-11. Core processes**

The following sections focus on core processes, within the framework of the three broad public affairs functional areas, allowing Army public affairs to meet the challenges of supporting the Army Transformation in the Information Age. The public affairs core processes are—

- a. Conduct public affairs planning.
- b. Execute information strategies.
- c. Facilitate media operations.
- d. Conduct public affairs training.
- e. Maintain community relations.

### **22-12. Public affairs planning**

a. Public affairs planning is conducted in concert with all information operations planners, and when appropriate, with the information operations battle staff.

b. Public affairs planning begins with the receipt of a mission. PAOs prepare the public affairs estimate, and advise the commander on global information environment issues (such as expected media interest) which might impact on the mission. They provide input during the development of possible courses of action and the war gaming of those potential courses of action. They identify critical public affairs risk factors, consider branches and sequels, judge the impact on internal audiences and external community relations, develop a public affairs strategy,

prepare the public affairs annex to the operation plan/operation order and publish public affairs guidance.

**(1) *Public affairs assessment.*** The Public Affairs Assessment addresses all aspects of the information environment, whether or not they are under the control of the commander. Primary emphasis is placed on identifying, measuring and evaluating the implications of the external information environment that the Army does not control, but can influence through a coherent, comprehensive strategy and early integration in the planning and decision-making process. The Public Affairs Assessment serves as the foundation from which the Public Affairs Estimate is written and focuses on:

**(a) Media presence.** A commander needs to know the number of media representatives in the theater before the deployment of forces, and what level of media presence should be anticipated once deployment begins. The commander must also have an analysis of the type of media (print or broadcast), the visibility of the media (local, national, international, American or foreign) and the style of the media (news, information or entertainment) covering the operation. The assessment of the media presence should address the authority under which media representatives are operation in the theater and the degree of access to the theater of operations.

**(b) Media capabilities.** A commander needs an analysis of the technological capabilities of media representatives present in the theater. The commander needs to know, for example, if they have live video transmission capability or interactive satellite telecommunications access.

**(c) Public opinion.** A commander needs to know how the American people and their civilian leaders perceive the situation and the use of military power. The commander needs to understand the perceptions held by international audiences, both those traditionally allies with the United States and those traditionally considered to be adversaries.

**(2) *Public affairs estimate.*** The public affairs estimate is an analysis of a specific mission from a public affairs perspective. It includes interpretation of the mass media and public environments to evaluate the degree of understanding about strategic and operational objectives and military activities and to identify levels of public support.

**(3) *Public affairs plans.*** Based on the information developed in the public affairs estimate, planners develop a strategy to support the operation. The public affairs strategy links the national strategic goals and operational objectives. It defines the Army perspective of an operation, and describes how an operation supports strategic goals. It provides the intent for public affairs operations and the Army's approach to meeting the information needs of critical internal and external audiences. In final form, it becomes the public affairs annex to the operations plan and serves as the framework for developing public affairs guidance for the operation. Public affairs plans are integrated into the operation plan/operation order through the PA annex. The annex provides the details for media facilitation, news and information, and force training operations.

**(4) *Public affairs guidance.*** Public affairs guidance provides mission-specific guidance to support public discussion of the operation. Public affairs guidance establishes the command's public affairs policies, identifies issues likely to be of interest, delineates the Army perspective, recommends appropriate themes, and addresses the methods, timing and authority for releasing information to media representatives.

### **22-13. Information strategies**

a. The proliferation of personal computers, the Internet, on-line services, fax machines, e-mail, cable television, direct broadcast satellites, copying machines, cellular communication, wireless communication and many other information technologies have created an endless stream of data and information that flows into a world filled with images, symbols, words, and sounds. Much of this information is a strategic asset, capable of altering high-level decisions by the National Command Authority and senior military leaders.

b. To deal effectively with this barrage of information, public affairs professionals must be skilled at informing their publics, both internal (command information) and external (public information). Information strategies are synchronized plans for using all available and appropriate methods of communication to achieve specific goals of informing target audiences. The process includes acquisition of information, production of media pieces and distribution to sources.

### **22-14. Media operations**

The commercial news media are major players in the global information environment. Fewer than 150 reporters covered the 1944 D-Day invasion of Europe. More than 800 covered Operation Just Cause in 1990, and more than 1500 journalists from around the world covered the Persian Gulf War in 1991. There is no question that the mass media will cover future military operations and in most cases will be on the ground before American forces arrive. Images of events as they happen, in real-time, from both sides of the conflict will be transmitted to the world. It is the commander's task, through the public affairs officer and staff, to develop a well-resourced and responsive infrastructure to facilitate media operations. Media facilitation includes—

- a. Assisting media entry into the area.
- b. Registering media representatives.
- c. Orienting them on ground rules for coverage.
- d. Ensuring they understand security policies.
- e. Arranging interviews and briefings.
- f. Coordinating unit visits and escorts.
- g. Providing thorough and timely responses to media queries.
- h. Embedding media in operational units.

### **22-15. Public affairs training**

a. The underlying principle of Army training is to train in peacetime in a way that replicates expected wartime conditions. Public affairs training includes—

(1) Journalism and media training for public affairs officers, enlisted soldiers and civilian personnel.

(2) Media interaction training for non-public affairs soldiers, civilian employees and family members.

b. The goal of public affairs training is to prepare soldiers to interact with and operate under the scrutiny of the press. It teaches soldiers that journalists are not adversaries, and focuses on



obtaining accurate, balanced coverage. It helps soldiers understand that the media is a communication channel to the American public as well as to audiences worldwide.

c. Training for public affairs personnel expands on soldier and leader training. It stresses individual as well as collective tasks with an aim of developing units fully prepared to accomplish the range of public affairs missions. It integrates public affairs into the battle staff. It ensures public affairs is involved in mission assessment, planning and execution.

d. Public affairs training can also be conducted for journalists. They should be educated on the rights and responsibilities of military community members, as well as the roles and mission of particular units and the Army.

## **22-16. Community relations**

a. The Army relies on communities and regions surrounding its installations for direct and indirect support of both the Army and its people. Maintaining effective community relations not only contributes to the morale of soldiers and their families, but also enhances the projection and sustainment capabilities of Army posts and hometown support directly affecting the combat power potential of mobilized or deployed Army forces. Communities can provide the Army access to resources needed to train and maintain readiness and also can extend support to families of deployed soldiers. Public Affairs helps commanders build and sustain the community relationships that generate support for America's Army.

b. Overseas, host nation civilians are often employed as media and community relations specialists. They advise PAOs and commanders of host nation sensitivities, local political issues and press reaction to American activities.

c. The objectives of Army community relations programs are to—

- (1) Increase public awareness of the Army's mission, policies and programs.
- (2) Inspire patriotism.
- (3) Foster good relations with the various publics with which the Army comes into contact at home and abroad.
- (4) Maintain the Army's reputation as a respected professional organization responsible for national security.
- (5) Support the Army's recruiting and personnel procurement mission.

## **SECTION V**

### **ARMY PUBLIC AFFAIRS ORGANIZATIONS**

#### **22-17. The Office of the Chief of Public Affairs, Department of the Army**

a. Title 10, USC, paragraph 3014, establishes the Office of the Secretary of the Army and gives "sole responsibility within the Office of the Secretary and the Army's staff" for public affairs. The office designated by the Secretary of the Army for the conduct of public affairs operations across the Army is the Office of the Chief of Public Affairs (OCPA). The Chief of Public Affairs (CPA) is responsible for the formulation, management and evaluation of public affairs policies, plans and programs for all components of the Army. The CPA is responsible to the Secretary of the Army and responsive to the Army Chief of Staff.

**b.** The CPA has Department of the Army (DA) responsibility for preparing, coordinating and monitoring the worldwide implementation of Army public affairs strategies, plans, policies and programs for internal and external information. The CPA has DA responsibility for:

(1) Developing public affairs plans and programs to support other Army plans and programs.

(2) Managing the Army's Public Information Security Review Program.

(3) Managing the review and clearance of information for release outside the DOD by the Army Secretariat (ARSEC) and the Army Staff (ARSTAF).

(4) Managing the ARSEC and ARSTAF public affairs program.

(5) Exercising operational control over the U.S. Army Field Band.

(6) Exercising operational control over the Army Broadcasting Service.

(7) Serving as the proponent for all public affairs issues across the requirement domains of DTLOMS.

**c.** Additionally, the CPA supervises the Army element of the Army and Air Force Hometown News Service.

**d.** In support of its information mission, the Office of the Chief of Public Affairs also maintains an interactive web site <[www.dtic.mil/armylink.gov](http://www.dtic.mil/armylink.gov)> that provides immediate press releases, speeches, contact points and other Army related information. This information is available to government, media and civilians to foster support and awareness of the Army's various missions.

## **22-18. Installation public affairs**

The installation public affairs officer can be either military or civilian. The grade of the PAO and size of his or her staff is dependent on the size of the installation, although the PAO is typically a lieutenant colonel or major equivalent. The position for this officer is documented on the installation table of distribution and allowances (TDA). The installation PAO is responsible for assessing the information requirements of the installation and the surrounding area, including tenant activities of other commands such as Medical Command and Army and Air Force Exchange Service activities; developing the commander's public affairs and communications strategy; and coordinating and executing public information (media relations), command information and community relations programs and activities for the installation. The PAO serves as the installation commander's personal spokesperson and is normally a member of the commander's special staff. The PAO must also be prepared to coordinate DOD and HQDA media and community relation's support as required on an area basis, to include casualty assistance support.

## **22-19. Unit public affairs**

Small public affairs sections are embedded in the headquarters of separate Army brigades, divisions, corps and echelons above corps. These sections provide PA support to the command and direct support to subordinate PA units and sections. The public affairs section is documented on the unit modification table of organization and equipment (MTOE). The PAO serves as the commander's principal advisor on PA issues and is responsible for developing communications strategies and campaigns in support of the command's operations. Personnel and materiel constraints require that these sections be augmented for most operations by separate PA TOE units, the vast majority of which are in the Reserve Component.

## **22-20. Theater army PAO**

An Army level PAO is a colonel serving on the special staff of the Army commander. The Army PAO is responsible to the Army commander for developing information strategies and campaigns in support of operations. An Army headquarters will typically be augmented by a mobile public affairs detachment (MPAD) should the Army commander be designated the Army forces commander for an operation.

## **22-21. Corps and theater army area command (TAACOM) PAOs**

A corps or TAACOM PAO is a lieutenant colonel serving on the special staff of the corps or TAACOM commander. When the commander is deployed as the senior ground commander for operations, the PA section will be augmented by a public affairs operations center (PAOC) and one MPAD for every three brigades in the task force.

## **22-22. Division and corps support command (COSCOM) PAOs**

A division or COSCOM PAO is a major serving on the special staff of the division or COSCOM commander. When the commander is deployed as the senior ground commander, the PA section is augmented by an MPAD.

## **22-23. Reserve Component public affairs**

The vast majority of public affairs assets are in the Reserve Components. This often requires the Active Army PA staffs to augment a joint task force (JTF) PA staff for the early stages of an operational deployment. Should no Reserve Component call-up be authorized, the Active Army PA staffs will likely be called upon to support the JTF for the duration of the mission. The four types of PA units available are discussed in the following paragraphs.

## **22-24. Public affairs operations center (PAOC)**

The PAOC is commanded by a lieutenant colonel and staffed by eight other officers and 19 enlisted personnel. The PAOC has nine high mobility multipurpose wheeled vehicles (HMMWVs) and audio-visual equipment sufficient to produce radio, television and print products for an internal audience as well as resources to credential, brief, escort and support visiting media. The PAOC has a command section, an escort section, a briefing section and an audio-visual section. There are three in the Army National Guard and four in the Army Reserve.

## **22-25. Mobile public affairs detachment (MPAD)**

The MPAD is commanded by a major and is staffed with three captains and 14 enlisted personnel. An MPAD can support a division or corps headquarters or be broken down into five-man public affairs detachments (PADs). Their equipment and capabilities are similar to a PAD (see description below) but more robust. There is only one MPAD in the Active Army stationed at Fort Bragg, North Carolina. There are 23 MPADs in the Army National Guard and 17 in the Army Reserve.

## **22-26. Broadcast operations detachment (BOD)**

The BOD is commanded by a major and staffed by two captains and 24 enlisted personnel. It is organized into two broadcast teams and a maintenance section. Its transportation assets include four HMMWVs, and its audio-visual equipment is sufficient for the BOD to establish and operate field radio and television broadcast facilities in support of Armed Forces Network operations. There are three BODs in the Army, all in the Army Reserve.

## **22-27. Public affairs detachment (PAD)**

A PAD is commanded by a captain and has one staff sergeant, two print journalists and one broadcast journalist. The PAD comes with its own transportation two HMMWVs and sufficient still and video equipment to produce print, radio and television products for internal audiences. The PAD typically supports a brigade-sized unit. There are 26 of these units authorized, 12 in the Active Army, six in the Army National Guard and eight in the Army Reserve. The majority of the Active Army PADs are located at divisions, but they are assigned and controlled by U.S. Army Forces Command.

## **SECTION VI**

### **JOINT AND COMBINED PUBLIC AFFAIRS ORGANIZATIONS**

## **22-28. Office of the Assistant Secretary of Defense (Public Affairs) (OASD(PA))**

As established by DOD Directive 5122.5, the ASD (PA) is the principal staff advisor and assistant to the Secretary and Deputy Secretary of Defense for DOD public information, internal information, the *Freedom of Information Act*, mandatory declassification review and clearance of DOD information for public release, community relations, information training and audiovisual matters. The ASD (PA) is charged with developing policies, plans and programs in support of DOD objectives and operations and with ensuring a free flow of information to the media, the general public and the internal audiences of the Armed Forces and other appropriate forums limited only by national security constraints as authorized by Executive Order 12356 and statutory mandates. The ASD(PA) reports directly to the Secretary and Deputy Secretary of Defense and acts as their spokesperson and the reviewing and releasing agency for DOD information and audiovisual materials to media representatives. As a practical matter, the ASD(PA), or his or her designated representative, conducts regular media conferences in the Pentagon with the Pentagon Press Corps on Tuesdays and Thursdays.

## **22-29. Joint information bureau (JIB)**

**a.** A JIB as the name implies is made up of service members from two or more Services. A JIB varies in size and composition in accordance with the requirements of the mission and the degree to which the different Services are involved. The JIB director and deputy JIB director are typically colonels. The operations officer would be a senior lieutenant colonel, and ideally each of the sections would be run by lieutenant colonels. Typically, the JIB will consist of an operations section, a media response section, a media support section and liaison cells and sub-JIBs as appropriate.

**b.** The JIB operations officer and his or her staff are responsible for the preparation of PA plans; oversight of military media communications and assessing published media products. The media response section is the primary interface with the media and responds to their queries, issues news releases and media advisories. The media support section credentials media, assists in transportation and filing needs, arranges for unit visits and escorts. Interagency government personnel as well as nongovernmental and private volunteers typically man the liaison cells.

## **22-30. Combined information bureau (CIB)**

**a.** A CIB is similar to the JIB in organization and functions except that staffing includes the full integration of allied or coalition personnel in the organizational structure. Oftentimes, when the contributions of two nations are relatively equal, co-CIB directors will be established. Depending on the ability of other nations to furnish staff for the CIB, some nations may be represented only by staff members in the liaison cell.

b. With increased multi-national operations, Army public affairs personnel may be assigned tasks in a multi-national headquarters to respond to international media. For example, in NATO, public affairs staff may attend the NATO Information Officers' Course in Mons, Belgium and receive training in operating in an environment where the national authorities control media access and information dissemination.

### **22-31. Pentagon correspondents**

There have been media representatives at the Pentagon since the establishment of the Department of Defense in 1947. Some 20-25 journalists keep rent-free offices in the Pentagon, courtesy of the Department of Defense, paying only for their own furniture, telephones and office supplies. These 20-25 resident journalists as well as 75 others representing major wire services, newspapers, weekly news magazines, trade journals and radio and television networks are issued regular DOD Pentagon building passes that allow unescorted access to unrestricted areas inside the Pentagon. The practice benefits both the media and the military in that information about DOD of interest to the public can be readily disseminated to correspondents who are already familiar with and reasonably well educated regarding DOD's mission, operations and structure. These correspondents are regular attendees at the ASD(PA) media conferences conducted on Tuesdays and Thursdays at the Pentagon.

### **22-32. DOD media pool**

DOD established a standing media pool in 1985 following the Grenada operation to balance the legitimate needs of the media in covering a military operation with the military's ability to support a reasonable number of media in the initial phases of a combat operation. Up to 16 journalists and three escort officers are on standby at all times and can be deployed on an exercise or an actual contingency mission. The journalists in the pool are rotated on a quarterly basis and typically represent several major newspapers, one or more wire services, a news magazine, one radio service, one television network and one or more still photographers. Joint Operational Planning and Execution System (JOPES) Volume IV of the Joint Operational Planning Guidance requires commanders to plan for the deployment of the pool as part of all contingency plans to include transportation, messing and billeting on a reimbursable basis, the issuance of appropriate equipment for an operation (e.g., helmets, flak vests, etc.), medical support as required and access to communications facilities to file stories on an expedited basis.

### **22-33. Combat camera**

Combat camera provides the combatant command or joint task force with the capability to acquire, process and deliver still and video imagery to communicate the force's mission to both internal and external publics, to enhance situational awareness for the National Command Authority and to document the mission for planning, legal, training or public affairs requirements. All Services have combat camera units. A typical combat camera unit includes a headquarters, an electronic imagery section and up to three image acquisition teams. The J-3 establishes imagery collection priorities, and the images are transmitted electronically via the combat camera international maritime satellite (INMARSAT) systems or other communications assets to the combatant command and the Joint Combat Camera Center in the Pentagon. After initial distribution by the center, the imagery becomes a long-term information resource that is electronically available across DOD in support of ongoing or future mission requirements. Although doctrinally aligned with the J-3 staff, combat camera products, after clearance, can be used to support the commander's communications plan.

## **SECTION VII**

### **INFORMATION MEDIUMS**

#### **22-34. News media**

The specific medium, through which the news media present their work, creates different needs and expectations on the part of media representatives in their dealings with the military. As in just about any military operation, timing is everything, and a basic analysis of media deadlines, requirements and abilities to reach the American public with the command's story can assist the commander's public affairs program as well as serve to better satisfy the media. Advances in communications technology today enable virtually simultaneous reporting from anywhere in a satellite footprint anywhere in the world. To cope with this new ability of the media, the military must be prepared to provide credible information in a format the media can use, the more so if the military expects the media to accept basic ground rules for access and support. Without this mutual coordination and understanding, the media will report what they see without the military's input, the end result of which will not likely be what the command intended to transmit as its message.

#### **22-35. Television**

Television news broadcasts are typically pegged to specific times of the day. While a television station can interrupt programming for special announcements, such reporting is more akin to radio than television in that the voice is most likely the primary medium. Television thrives on video pictures, a script written to what the camera has seen and some carefully chosen 5-8 second "soundbites" from interviews conducted on camera with witnesses to the event, experts or participants whose words fit the video the cameraman has taken of the event. Long answers from commanders and staff officers rarely make it to the screen, so PAOs will recommend the use of copy points to assist commanders and interviewees in getting the command's message out in a format television will be most likely to use. Television is also a linear medium in that it broadcasts from a lineup of stories. This makes deviation during a live news broadcast difficult, although not impossible when "breaking news" warrants interruption of regularly scheduled programming. While the Cable News Network (CNN) is more immediate and can and will likely be first on the scene, it too is hampered by the requirements of the television medium. CNN has more flexible deadlines in reporting news of immediate national interest, although it too must make the decision when to interrupt its regularly scheduled programming like the other networks.

#### **22-36. Radio**

Radio is the most immediate of all news media and the easiest to use. If the command has a story it wants to get out fast, radio is best suited for the mission. Live radio news broadcasts are easily changed even in progress. "Hot" stories can easily be inserted into normal programming. The voice is the only medium, and details from commanders or their spokespersons will get more airtime than on television because the voice must paint the picture for the audience. A radio news desk is only as far away as a telephone line, and the story can be on the air within minutes.

#### **22-37. Print**

Newspapers tend to follow strict deadlines to get their product to American breakfast or dinner tables. Reporters may be able to spend hours, even days with a unit before having to file their stories. The unit will likely garner more "space" in the articles by virtue of the attention the print journalist can give the story. The longer a reporter stays with the unit, the more attached he or she becomes to the unit, which results in more favorable coverage as a result of the reporter's

increased understanding and appreciation for the unit's mission. Daily newspapers differ from weekly publications in terms of immediacy and pictorial requirements. Weeklies tend to want lots of colored pictures and will focus on more analytical, more timeless aspects of the mission, whereas daily newspapers focus on what has happened since their last deadline and will settle for a good black and white photograph transmitted electronically. A reporter for a specific newspaper gives the commander access to one newspaper, whereas wire services such as Associated Press offer the commander and his or her PAO multiple access to the American public because many newspapers subscribe to the services.

#### **22-38. Television “news magazines”**

In recent years there has been a steady growth in the number of television and radio news programs that entertain as much or more than they inform. The print media has always had some notorious examples of such journalism, and it is likely that commanders will see such print media on the battlefield as well as the newer radio and television media. It is likely that such media will be credentialed in theater, so the commander and his or her PAO need to be prepared to deal with them. The command's messages can be transmitted through a variety of media, and dealing with the entertainment media will require some imaginative work. While the commander should not deny access (thereby creating a story in and of itself), he or she should be prepared to prioritize his or her effort in supporting the media and has every right to pursue getting his or her command message out through media that reach the American public in a format that is credible and reflects favorably on the military and its operation.

#### **22-39. Motion picture industry support**

The Office of the Chief of Army Public Affairs maintains branch offices in Los Angeles and New York primarily to interface with the entertainment industry and networks headquartered in those areas. The offices assist radio, television and film professionals in all matters relating to the U.S. Army. They serve as a local, authoritative source of information about the Army and provide authentication, verification and limited research for producers, writers, property masters, wardrobe supervisors, film editors, etc. They also provide assistance and advice to script writers, including reviewing rough drafts and suggestions for changes prior to script finalization. Army's support of a project is contingent on scripts realistically portraying the Army and its personnel. These offices can also arrange for and coordinate use of Army equipment and supplies not commercially available, coordinate requests for Army's stock footage, arrange for and coordinate with Army installations or properties for location filming and arrange for soldier volunteers to participate in the project if requested.

### **SECTION VIII**

### **SUMMARY AND REFERENCES**

#### **22-40. Summary**

a. Advances in communications technology have made possible virtually simultaneous transmission of breaking news into the American living room. Technology has made news organizations such as CNN possible, which has decreased the dominance of traditional news organizations and increased competition for news and the attention of the American public. The elements of what makes news, however, have remained constant-and the American public is, as it always has been, interested in what happens to its sons and daughters in uniform, especially when they are executing an operational mission. The increasing number, variety and complexity of real-world operations in which the U.S. Army has been involved since the end of the Cold War have attracted considerable public and media interest and will likely continue to do so in

future. The Army has grown smaller, and budgets have grown even smaller. The Army's need to communicate its successes and future requirements has never been greater, and the Army's ability to win on future battlefields will be hampered if the full spectrum of information operations-including public affairs-is not adequately addressed.

b. The need for operational security will always be of concern to the military; however, it should not prevent the Army from communicating in real time with the American public. With media able to transmit words, voice or pictures via satellites in future conflicts, the most viable solution to assure operational security will include the practice of security at the source, a clear set of ground rules accepted and understood by the media and honest interaction between the military and the media covering the operation. Maintaining OPSEC in this environment also implies that soldiers and their leaders are trained to deal with the media before the next conflict. The concept of security review has become a moot issue. It has not been practiced since Desert Storm, and the few conflicts between the military and the media during Desert Storm as a result of the security review process were resolved in favor of the media.

c. Gone also are the days when the commander could expect to provide information separately to his or her troops, the American public and the enemy. Information operations involve civil affairs, psychological operations and public affairs messages that by definition overlap and that are picked up simultaneously by soldiers, the media and the enemy. The importance of consistency and truth in the message has never been more paramount, and the danger of miscommunication and the subsequent loss of credibility in a deception plan intended for the enemy's ears or in communications with a civilian populace equipped with pocket-sized, short-wave transistor radios that does not account for this overlap has never been greater.

d. Gone too are the days when the commander could expect his or her PAO to represent him or her with the media and stick to operational matters. The media and the American public who watch television, listen to radio and read the newspapers expect more, and public affairs has become an operational matter. It is conceivable that a commander could win the battle and lose the information war by excluding or attempting to exclude the media from his or her operations. What is worse is that excluding the media from an operation or creating ill will with the media during the operation means the Army's story goes untold or misrepresented, and the American public is allowed or even encouraged to lose sight of why they have an Army in the first place. So long as the U.S. Army believes it has a role to play in the National Military Strategy of the United States, it owes the American public a look at how it is accomplishing the missions assigned it in the pursuit of that strategy's objectives.

## **22-41. References**

- a. DOD Directive 5122.5, *Assistant to the Secretary of Defense (Public Affairs)*.
- b. DOD Directive 5122.10, *American Forces Information Service*.
- c. DOD Directive 5122.11, *Stars and Stripes Newspapers and Business Operations*.
- d. DOD Directive 5200.1, *DOD Information Security Program*.
- e. DOD Directive 5230.9, *Clearance of DOD Information for Public Release*.
- f. DOD Directive 5400.4, *Provision of Information to Congress*.
- g. DOD Directive 5400.7, *DOD Freedom of Information Act Program*.
- h. DOD Directive 5410.18, *Community Relations*.
- i. DOD Directive 8910.1, *Management and Control of Information Requirements*.



- j.** DOD Instruction 5405.3, *Development of Proposed Public Affairs Guidance (PPAG)*.
- k.** DOD Instruction 5410.16, *DOD Assistance to Non-Government-Oriented Motion Picture, Television, and Video Productions*.
- l.** DOD Instruction 5410.19, *Armed Forces Community Relations*.
- m.** Joint Publication 1-07, *Doctrine for Public Affairs in Joint Operations*.
- n.** Army Regulation 25-55, *The Department of the Army Freedom of Information Act Program*.
- o.** Army Regulation 340-21, *The Army Privacy Program*.
- p.** Army Regulation 360-1, *Army Public Affairs Programs*.
- q.** Field Manual 46-1, *Public Affairs*.
- q.** Field Manual 100-6, *Information Operations*.